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Police Personnel and Expenditures in Canada - 1995 and 1996

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Police Personnel and Expenditures in Canada - 1995 and 1996

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Highlights

- The number of police per 100,000 population (181) decreased for the fifth consecutive year in 1996 to its lowest level in 25 years. Police strength had increased steadily during the 1960s and early 1970s, peaking in 1975. Between 1975 and 1991, police strength had remained relatively stable.
- Manitoba had the most officers per 100,000 population (194) in 1996, followed by Quebec (187) and Saskatchewan (187). Newfoundland (146) and Prince Edward Island (149) had the fewest.
- Women continued to increase their representation among police officers. Although the number of police officers has been dropping overall, the number of female officers has increased by 31% over the last four years. The proportion of female officers has been increasing steadily since 1974, with females now accounting for 1 in 10 officers.
- Expenditures on policing account for almost 60% of total justice costs. Policing costs have remained relatively constant over the last three years, after having increased an average of 7% annually between 1985 and 1992. The \$5.81 billion expended during 1995 represented a cost of \$196 per Canadian. Salaries and benefits continued to account for over 80% of the total police budget.
- In response to a levelling-off in police budgets in recent years, the policing environment has undergone a number of changes. Some recent trends include the implementation of community-based policing initiatives, the "regionalization" of policing services, and increased use of private security services.

Introduction

After years of increasing budgets and manpower, police services are now having to deal with the 1990's environment of increasing fiscal restraint at all levels of government. At the same time that police budgets are levelling off or even dropping, the fear of crime and concern for public safety have become major issues in the eyes of the public. This, despite the fact that crime rates have actually been decreasing in recent years.

The police community has responded to this changing environment in a number of ways. First, there has been a trend towards community-based policing, which involves officers being more "visible" in the community, as well as forming a closer partnership between the police and the community. A number of communities have attributed significant decreases in their crime rate in recent years to the success of community-based policing initiatives.

Second, senior ranks, although small in relative numbers, have taken the brunt of cuts to police personnel more so than the constable ranks. This has allowed forces to maintain the same level of visible "on the street" policing.

Third, in response to the need for cost-savings, many municipalities have examined various alternatives in providing policing services to their community. For example, the 1990's has seen a trend towards the "regionalization" of a number of small forces into one larger amalgamated force, and many towns and cities are examining the option of acquiring policing services "under contract" or "merging" with another existing force.

Another trend, in response to a perceived decrease in police presence, is the increased use of private security by many businesses, as well as the privatization of many responsibilities previously under the domain of public police (eg. airport security). As a result, the line between public and private policing is blurring.

This report will examine these areas in more detail in the context of recent trends in police personnel and expenditure data as reported through the Police Administration Annual Survey. Please refer to the methodology section for an explanation of the changes to the survey made in 1996.

Policing in Canada

Policing in Canada is the responsibility of all three levels of government: federal, provincial/territorial and municipal. The federal government, through the RCMP, is responsible for enforcement of federal statutes and executive orders in each province and territory, and for providing services such as forensic laboratories, identification services, the Canadian Police Information Centre (CPIC), and the Canadian Police College.

Each province assumes responsibility for its own municipal and provincial policing. Provincial legislation can require that cities and towns, upon reaching a minimum population (between 500 and 5,000 depending upon the province), maintain their own municipal police force. Municipal policing can be provided either by an independent police force or through contract with the provincial police force or another municipal police force. Municipal policing consists of enforcement of the *Criminal Code*, provincial statutes, and municipal by-laws within the boundaries of a municipality or several adjoining municipalities which comprise a region (i.e. Durham Regional Police in Ontario), or a metropolitan area (i.e. Montreal Urban Community).

Provincial policing involves enforcement of the *Criminal Code* and provincial statutes within areas of a province not served by a municipal police force (i.e. rural areas and small towns). In some cases, there may be an overlapping of policing boundaries. For example, provincial police perform traffic duties on major provincial thoroughfares which pass through municipal jurisdictions. Only Ontario (Ontario Provincial Police), Quebec (Sûreté du Québec), and Newfoundland (Royal Newfoundland Constabulary) maintain their own provincial forces. For the remaining provinces/territories, this level of policing is provided by the RCMP under contract.

Police Personnel and Expenditures in Canada – 1995 and 1996

In addition to municipal and provincial policing, various aboriginal policing programs have been in effect since the 1970s. In June 1991, a new First Nations Policing Policy was announced by the federal government to take effect in April 1992. It involved increased funding over five years and a transfer of responsibility from the Department of Indian and Northern Affairs to the Solicitor General. The policy set out guidelines for negotiating and implementing tripartite policing agreements between the federal and provincial/territorial governments and First Nations communities. The federal and provincial/territorial governments share the costs with the First Nations communities (52% federal and 48% provincial).¹

There are four types of aboriginal policing arrangements in place across Canada:²

- (i) The RCMP hires aboriginal police officers to police aboriginal communities under its jurisdiction. There are 54 RCMP agreements throughout Canada;
- (ii) The OPP provide administrative support and training as needed under a province-wide agreement. The policing is done by fully sworn aboriginal police officers in the aboriginal communities, under the direction of the band councils;
- (iii) Stand-alone First Nations Police assume full responsibility for the policing of their community. There are currently 45 stand-alone agreements; and
- (iv) Band constables are appointed under the Indian Act to enforce band by-laws, but are not fully sworn police officers. There are 68 band constable agreements scattered throughout New Brunswick, Manitoba and Alberta.

Police Personnel

Note to Readers

Personnel data: Beginning in 1996, personnel data represent 'actual' strength as of June 15. Prior to 1996, 'actual' strength was as of September 30. Personnel counts are based on full-time employees, as part-time employees are converted to full-time equivalents (e.g. 4 employees working 10 hours per week would equal 1 full-time employee working a 40-hour week).

Number of Police Officers Declines for Fourth Consecutive Year

The number of sworn police officers in Canada dropped by 1.3% in 1996, the fourth straight annual decline. From 1992 to 1996, there was a decrease of 2,681 police officers or 5%.

Although there were small increases in the number of police officers in some police forces across Canada in 1996, there were large declines in three major forces: Toronto (down 401), Montreal (down 208), and the Sûreté du Québec (down 186).

Police officer strength had increased steadily during the 1960's and early 1970's, peaking at 206 police per 100,000 population in 1975. Between 1975 and 1991, police officer strength increased at about the same rate as the Canadian population. With all levels of government experiencing fiscal restraint in the 1990's, the police to population ratio has been declining for the last five years. This is evident in Figure 1, which shows that the number of police officers per 100,000 population (181) in Canada in 1996 is at its lowest level in 25 years.

¹ Ministry Secretariat, Solicitor General of Canada. *First Nations Policing Policy*. Canada: Ministry of Supply and Services Canada 1992

² Aboriginal Policing Directorate, Solicitor General of Canada.

Police Personnel and Expenditures in Canada – 1995 and 1996

Figure 1

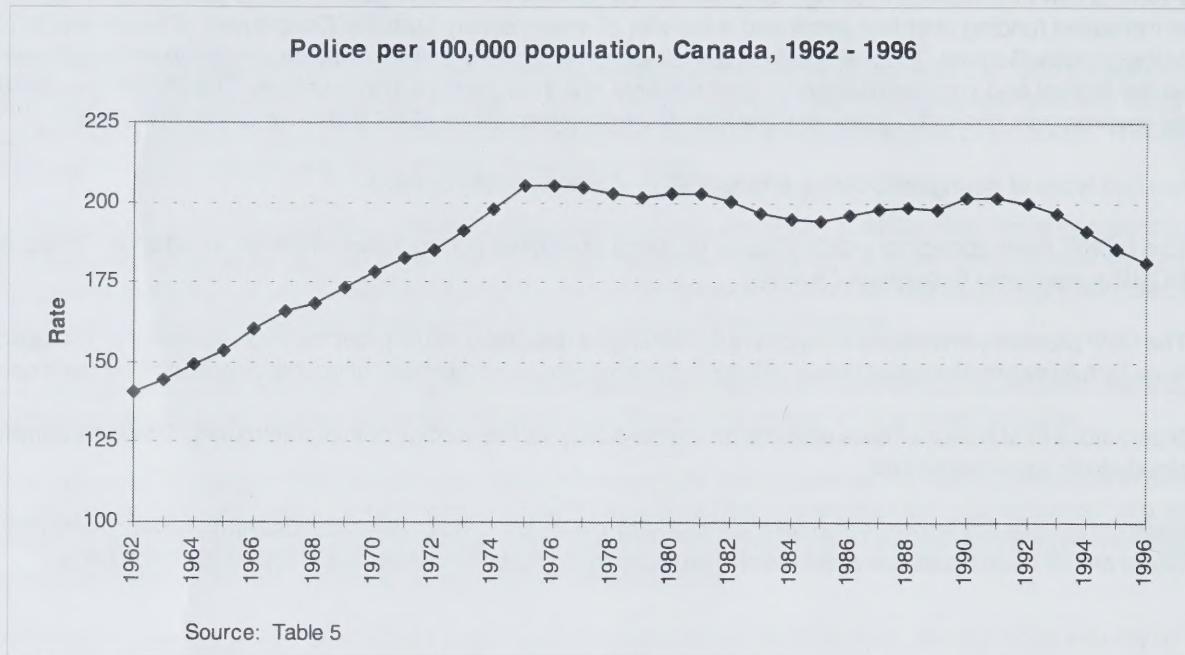
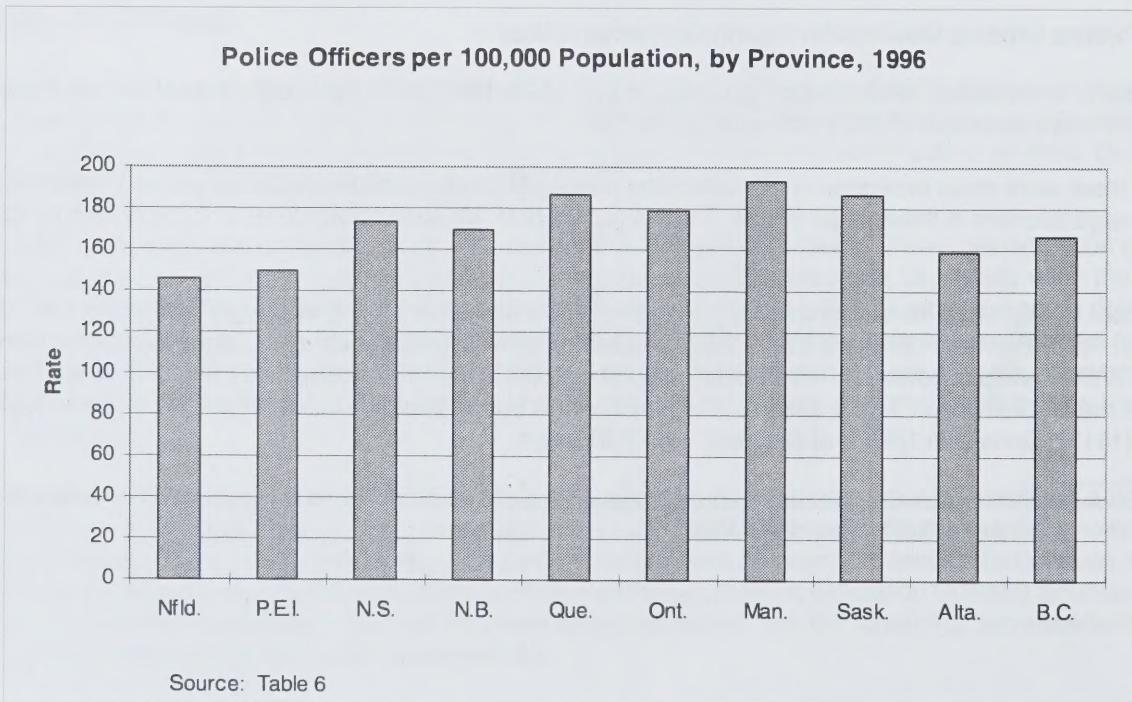


Figure 2



Police Personnel and Expenditures in Canada – 1995 and 1996

Manitoba Has Most Police Officers Per Capita

Figure 2 shows the number of police officers per 100,000 population in the provinces for 1996. Newfoundland and Prince Edward Island had the lowest number of police officers per 100,000 (146 and 149, respectively), while Manitoba had the highest (194). Up until 1995, Quebec and Ontario have generally had the highest number of police officers per capita. Over the last few years Quebec and Ontario have experienced sharp declines, while Manitoba and Saskatchewan have had minor increases.

Table 1 compares the police officer strength per 100,000 population for the 25 census metropolitan areas (CMA) in Canada (geographically defined as large urban areas with population over 100,000). The police officers that are included in Table 1 are only those that are involved in municipal and provincial policing.

There were six census metropolitan areas with more than 170 police officers per 100,000 population: Thunder Bay (192.3), Saint John (176.2), Winnipeg (173.9), Montreal (172.1), Windsor (171.7) and Regina (171.6). On the other extreme, there were seven census metropolitan areas with less than 130 police officers per 100,000 population: Sudbury (129.6), Sherbrooke (128.9), St. Catharines-Niagara (128.3), London (126.5), Ottawa (124.8), Kitchener-Waterloo (119.0), and Chicoutimi-Jonquiere (116.8).

Table 1

Police Officers in Census Metropolitan Areas¹ 1996

	Population ²	Police Officers	Police Officers Per 100,000 Population
Thunder Bay	130,006	250	192.3
Saint John	129,380	228	176.2
Winnipeg	680,285	1,183	173.9
Montreal	3,365,160	5,791	172.1
Windsor	294,063	505	171.7
Regina	199,243	342	171.6
Halifax	344,135	565	164.2
Saskatoon	223,524	353	157.9
Toronto	4,410,269	6,929	157.1
Trois-Rivières	142,028	221	155.6
Edmonton	890,771	1,318	148.0
St. John's	175,249	255	145.5
Hull	258,160	373	144.5
Victoria	315,168	452	143.4
Vancouver	1,883,679	2,594	137.7
Calgary	853,711	1,157	135.5
Hamilton	657,230	881	134.0
Quebec City	699,035	927	132.6
Sudbury	166,661	216	129.6
Sherbrooke	148,925	192	128.9
St. Catharines-Niagara ³	422,608	542	128.3
London	420,614	532	126.5
Ottawa	781,147	975	124.8
Kitchener-Waterloo ³	427,054	508	119.0
Chicoutimi-Jonquiere	167,854	196	116.8

¹ The CMA of Oshawa is not included due to methodological concerns.

² Populations represent July 1st preliminary postcensal

³ Populations were adjusted to follow policing boundaries.

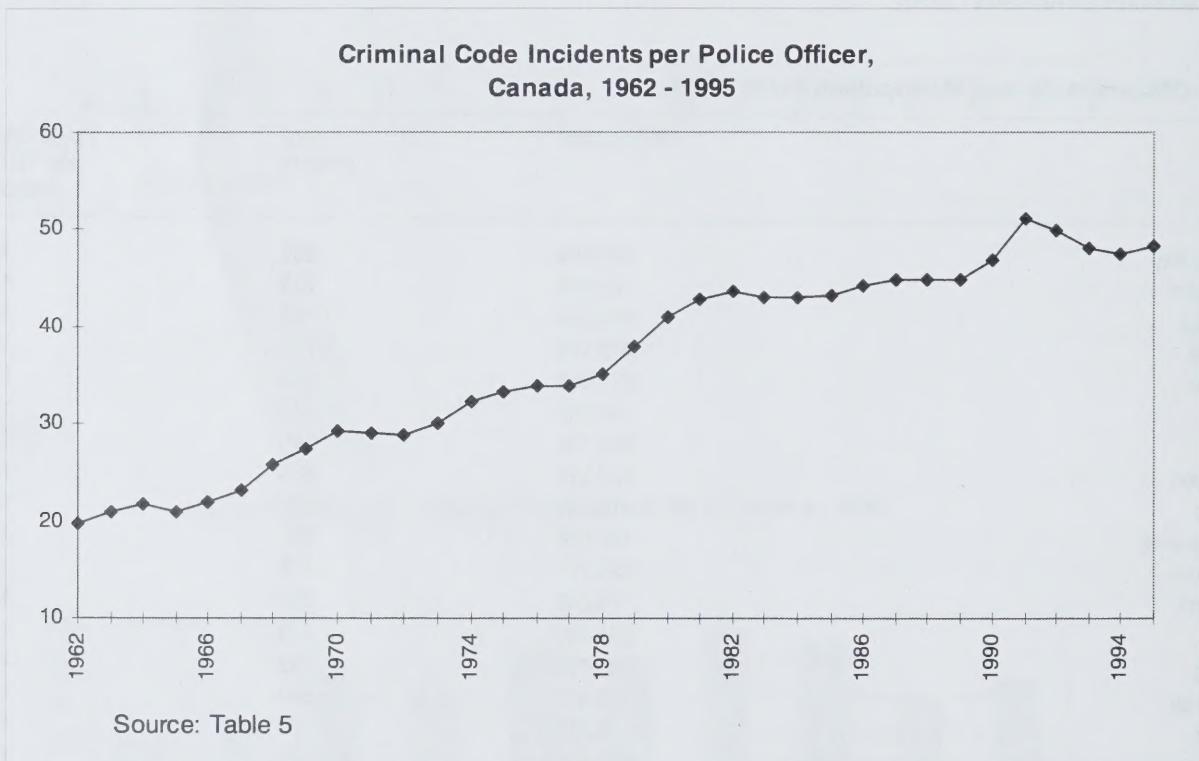
Police Officers by Level of Policing

Police officers providing municipal policing services (including RCMP and OPP municipal contracts) accounted for 63% (34,120) of all police officers in Canada. There were 13,690 police officers providing provincial policing services (including RCMP provincial policing contracts) which accounted for 25%. RCMP federal police officers accounted for 9%, (4,878 officers) and the 1,623 RCMP administrative and law enforcement service officers (such as technical operations, laboratory services, informatics, etc.) comprised the remaining 3% of police officers (Table 6).

Incidents Per Officer Continue to Increase

The number of *Criminal Code* incidents per police officer may be used as a partial indicator of police workload. This ratio is affected by not only the number of police officers, but also by changes in the crime rate. The number of incidents per officer has been increasing steadily since 1962, as rising crime rates outpaced increases in the number of officers. There was a brief decline between 1991 and 1994, as the decrease in the crime rate during this period was greater than the decrease in police strength. The 48 incidents per officer in 1995 was almost 2½ times that of the 1962 figure of 20.

Figure 3



Despite this increase, the overall clearance rate³ has remained relatively constant over the past thirty-two years at about 35%. This suggests that the police have managed to keep pace with the increasing portion of their workload involved in investigating *Criminal Code* incidents.

Women Now Represent 1 in 10 Police Officers

Women continue to increase their representation among police officers, now accounting for 1 in 10 officers. In 1996 the number of female police officers increased 5% over the previous year to 5,631. While the total number of sworn police officers has fallen since 1992, the number of female police officers has increased by 31%. After remaining constant during

³ The "clearance rate" represents the portion of "actual" incidents reported to police which are either "cleared by charge" or "cleared by other means". To clear an incident "by other means" indicates that there is sufficient evidence to lay an information (charge), but, for various reasons such as age of accused, death of an accused or complainant, or police discretion, the information is not laid.

Police Personnel and Expenditures in Canada – 1995 and 1996

the 1960's and early 1970's at less than 1% (fewer than two hundred officers), the proportion of female officers began increasing in 1974 and has increased steadily ever since (Table 2 and Figure 4).

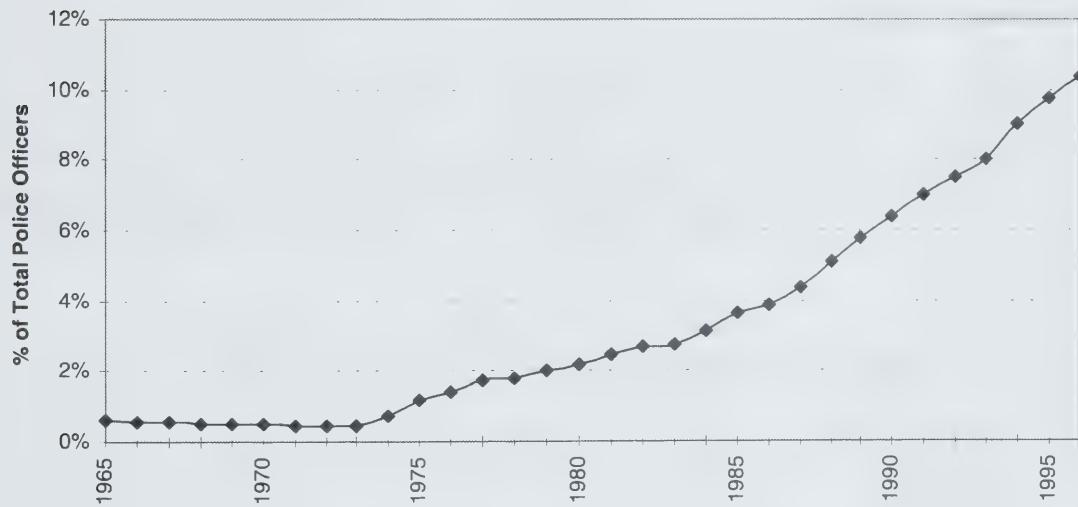
Table 2

Police Officers by Gender, Canada, Selected Years

Year	Male	Female	Total
1965	29,956	99.4%	30,146
1970	37,763	99.5%	37,949
1975	47,151	98.8%	47,713
1980	48,749	97.8%	49,841
1985	48,518	96.4%	50,351
1990	52,461	93.6%	56,034
1995	49,634	90.2%	55,014
1996	48,680	89.6%	54,311

Figure 4

Police Women, Canada, 1965-1996



Source: Police Administration Annual Survey, Canadian Centre for Justice Statistics

Senior Ranks Declining More Than Constable Ranks

Since 1986, data have been collected on three categories of rank: senior officers; non-commissioned officers; and constables. The senior officer level includes officers who have reached the rank of lieutenant or higher, non-commissioned officers are usually between lieutenant and constable, while all levels of constable are grouped together.

Between 1992 and 1996, the ranks above constable fell by 9% (senior officers down 16%, non-commissioned officers down 7%), while the constable ranks declined at a slower rate (-3%). These numbers are in keeping with the pressures most governments are facing to reduce costs while retaining service levels. Constables represent the majority of police officers "on the street", while the officer ranks are most often the management staff who may be less visible to the public. Also, the officer ranks tend to represent older police officers and those closest to retirement, and once they retire some of their positions may not be filled due to cost saving measures.

Police Personnel and Expenditures in Canada – 1995 and 1996

Most female police officers (92%) were at the constable rank in 1996 (Table 3). This is not surprising, given that many female officers are fairly recent additions in terms of seniority. Of the remaining women police officers, 7% were non-commissioned officers and less than one percent had attained senior officer status. The first woman chief of police was appointed in Guelph, Ontario in the fall of 1994, and, in 1995, a woman was appointed chief of a major municipal police force (Calgary, Alberta). Males continue to dominate the more senior ranks. Male police officers were distributed as 68% constables, 27% non-commissioned officers and 5% as senior officers in 1996.

Table 3

Percentage of police officers by rank and gender, Canada, Selected Years

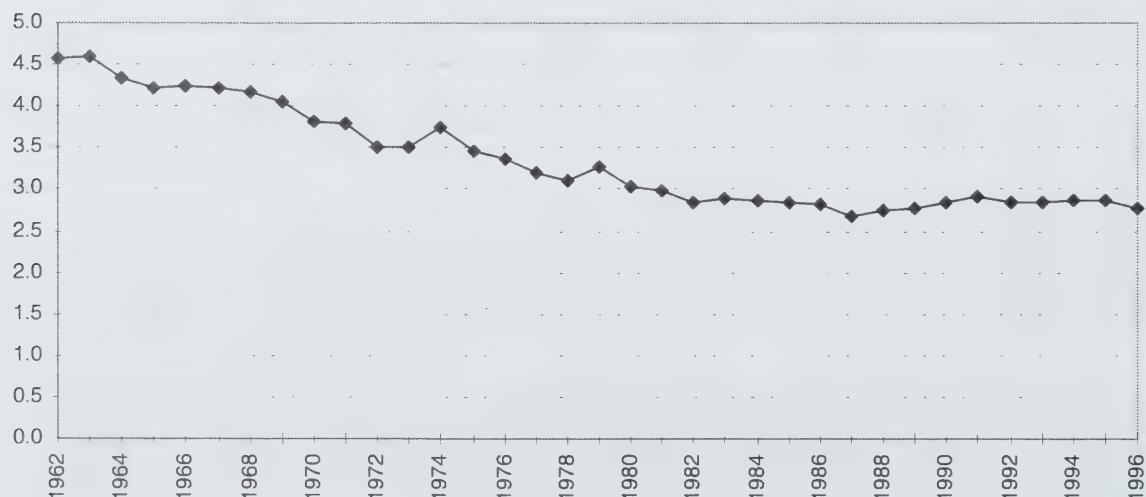
Year	Male				Female			
	Sr. Off.	N-CO	Const.	Total	Sr. Off.	N-CO	Const.	Total
1986	5.3%	26.3%	68.3%	100%	0.3%	3.2%	96.5%	100%
1988	5.1%	26.8%	68.1%	100%	0.1%	4.1%	95.8%	100%
1990	5.0%	26.4%	68.6%	100%	0.3%	5.0%	94.8%	100%
1992	5.1%	27.3%	67.6%	100%	0.5%	5.4%	94.1%	100%
1994	4.9%	27.3%	67.9%	100%	0.7%	6.2%	93.2%	100%
1996	4.5%	27.0%	68.5%	100%	0.7%	7.2%	92.1%	100%

Civilian Staff Increased Slightly

In 1996, civilian personnel increased 2% from 1995, following three years of decline. Over the past three decades, the two components of police personnel (officers and civilians) have experienced different rates of growth. Figure 5 shows that the ratio of police officers to civilian employees dropped from a high of 4.6:1 in 1963 to a low of 2.7:1 in 1987. The change in the ratio reflected the re-assignment of duties such as dispatch and by-law enforcement from police officers to civilian employees. Since 1987, the police-civilian ratio has gone up slightly and then levelled off at around 2.8:1.

Figure 5

Ratio of Police Officers to Civilians, Canada, 1962 - 1996



Source: Table 5

Policing Expenditures

Note to Readers

Police expenditures include actual operating expenditures incurred during the 1995 calendar year or the 1995/1996 fiscal year (April 1995 to March 1996). Most municipal police forces operate on a calendar year while the provincial forces and the RCMP operate on a fiscal year. For the purposes of this report policing expenditures will be referred to as calendar year (e.g. 1995). Expenditures include: salaries and wages, benefits, and other operating expenses such as accommodation costs, fuel, maintenance, etc.

In 1996 the expenditure section of the survey was revised (See Methodology - Coverage). Also, due to variances in types of expenditures for which police departments are responsible, the figures provided may not always represent the complete cost of policing for a particular agency.

Expenditures on Policing Represent 60% of Justice Costs

Expenditures on policing have remained relatively constant for the last three years, after increasing an average of 7% annually between 1985 and 1992. In 1995, policing expenditures in Canada totalled \$5.81 billion, a slight increase (0.4%) from 1994. After adjusting for inflation, expenses actually went down 1.7% (Table 4, Figure 6). The \$5.81 billion represents a cost of \$196 per Canadian.

Policing represented nearly 60% of the money spent on the justice system in 1994/95. As a portion of total government spending, justice was relatively low (3%). Overall, governments spent approximately four times as much on health and also on education, than it did on the justice system⁴.

⁴ "Justice Spending in Canada". Juristat Vol. 17, no. 3. Statistics Canada: Canadian Centre for Justice Statistics.

Table 4

Current and Constant Dollar Expenditures on Policing, Canada, 1985 to 1995

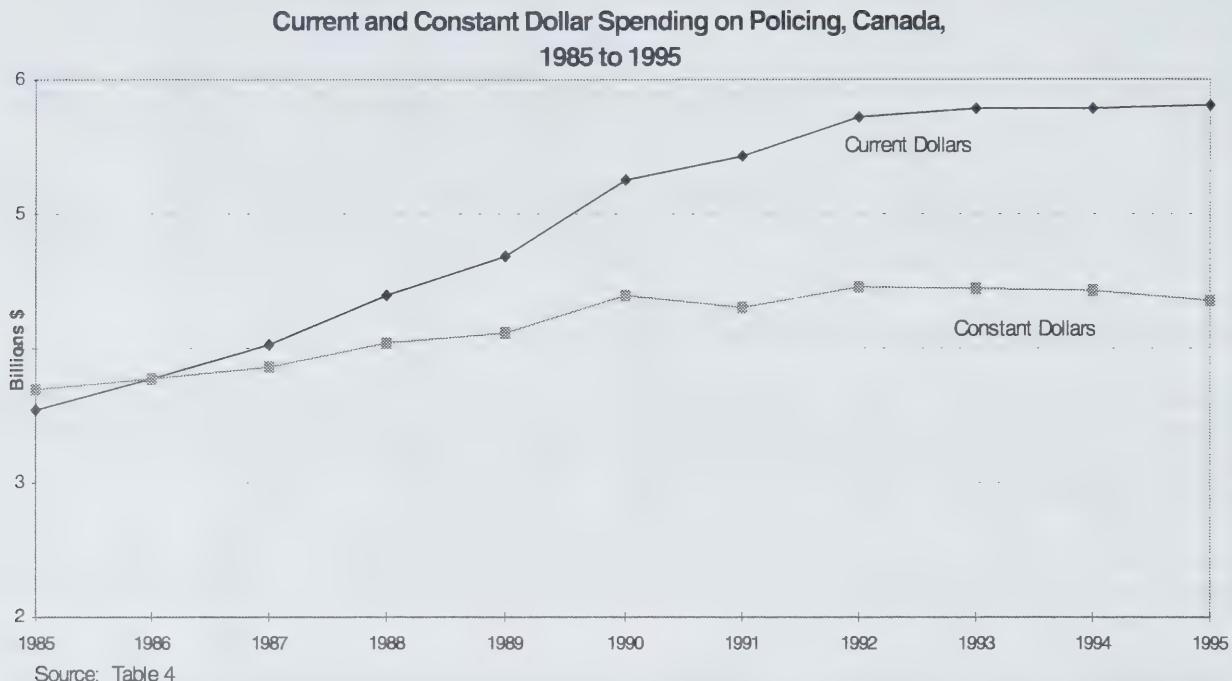
Year	Current dollars		Constant dollars	
	(\$000s)	Year to Year % change	(\$000s)	Year to Year % change
1985	3,542,240	...	3,689,833	...
1986	3,772,217	6.5	3,772,217	2.2
1987	4,027,809	6.8	3,858,055	2.3
1988	4,389,414	9.0	4,041,818	4.8
1989	4,684,760	6.7	4,109,439	1.7
1990	5,248,530	12.0	4,392,075	6.9
1991	5,426,887	3.4	4,300,227	-2.1
1992	5,716,833	5.3	4,462,789	3.8
1993	5,790,165	1.3	4,440,311	-0.5
1994	5,783,656	-0.1	4,425,138	-0.3
1995	5,807,739	0.4	4,350,367	-1.7

... Figures not applicable.

Note: The Consumer Price Index was used to calculate constant dollars over a base year of 1986 (1986=100).

Police Personnel and Expenditures in Canada – 1995 and 1996

Figure 6



Between 1985 and 1995, the distribution of the police dollar by expenditure type and among levels of policing has remained constant. Just over 80% of the police dollar continues to be spent on salaries, wages and benefits. Municipal policing continues to account for around 56% of policing expenditures, provincial policing 24%, federal policing 12%, and other RCMP costs accounting for the remaining 8% (Table 7).

Quebec and Ontario have Highest Per Capita Costs

Figure 7 compares per capita policing costs of municipal and provincial policing by province for 1995. Only expenditures on municipal and provincial policing are included because the federal government is responsible for all federal policing and other RCMP expenditures. Per capita cost figures for Yukon and the Northwest Territories were excluded from the graph, as the sparse population results in per capita costs which were considerably higher than the rest of Canada. Further information on per capita costs is available in Table 7.

The average per capita cost of municipal and provincial policing in the provinces during 1995 was \$157. Quebec had the highest per capita cost (\$179), closely followed by Ontario (\$169), while Prince Edward Island (\$97) and Newfoundland (\$103) had the lowest (Table 7). This pattern has been consistent since expenditure data have been collected.

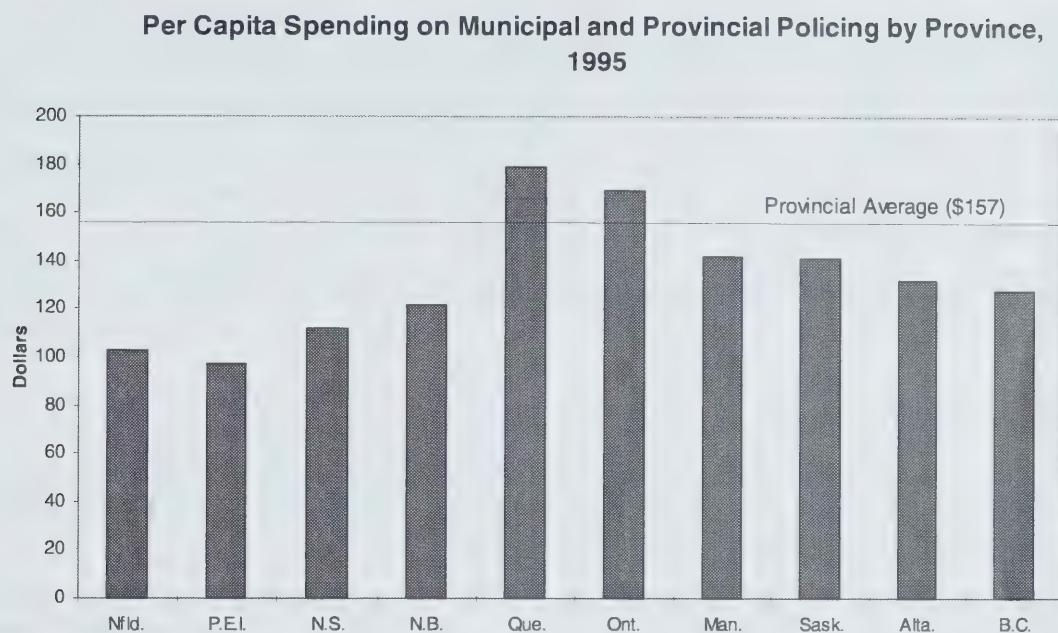
Contract Policing and Regionalization

With cutbacks to all levels of government spending, towns and municipalities are currently examining various options aimed at reducing policing costs. These include contracting, regionalization or merging.

Contract policing is done in Canada at both the municipal and provincial/territorial levels. Municipal contracts are negotiated and paid for by cities or towns whereas provincial/territorial contracts occur in the rural areas and are paid for by the province/territory. There are three police forces that perform contract policing: the RCMP, the OPP and the Sûreté du Québec. The RCMP and the OPP engage in both provincial and municipal contracts while the Sûreté du Québec only renders provincial policing services.

Police Personnel and Expenditures in Canada – 1995 and 1996

Figure 7



Source: Table 7

Municipal contracts have become popular in recent years as they are often viewed as a cost-effective alternative to maintaining an independent police force. Between 1991 and 1995, there were approximately 20 independent municipal police forces that closed and are now being policed by municipal or provincial contracts. The populations of these cities ranged from 1,200 to 20,000.

A number of municipal police forces have expanded their city boundaries and in some cases formed regional police forces. These boundary expansions usually involve the amalgamation of two or more municipalities as well as some surrounding rural areas. The new regional force may also save the province some money by taking over the policing of the adjacent or rural area which would be under a provincial contract.

Municipal Policing Expenditures

Municipalities have two options when providing municipal policing services: forming an independent police force or entering into an agreement with another police agency (another independent municipal police force or the provincial police force) to meet the policing needs of the community. In 1996, there were 579 municipal police forces in Canada: 343 "independent" forces, 36 OPP municipal contracts, and 200 RCMP municipal contracts. In total, municipal policing accounted for 63% of all police officers and 56% of all 1995 policing expenditures.

Yukon, the Northwest Territories, and Newfoundland were the only areas in Canada without municipal police forces. Municipal policing in Newfoundland is managed differently than in other provinces. The Royal Newfoundland Constabulary, which is a provincial police force, only provides policing to the three largest municipalities (St. John's, Corner Brook, and Labrador City), with the costs paid by the provincial government. Because of this arrangement, policing costs for these municipalities are included under the provincial policing costs. The remainder of the province is policed by the RCMP under a provincial policing agreement.

Police Personnel and Expenditures in Canada – 1995 and 1996

The 343 independent municipal police forces employed 30,269 officers, or 88.7% of municipal police officers in Canada, and accounted for 90.8% of the total municipal policing expenditures.

The RCMP employed 3,434 officers under contract in 200 municipalities in all provinces except Newfoundland, Quebec and Ontario. RCMP municipal policing contract charges are based upon the size of the municipality. During 1995, policing contracts in municipalities with a population of under 15,000 were billed 70% of the cost of the contract, while municipalities of 15,000 and over were billed 90% of the contract cost. This costing formula takes into consideration the costs of providing federal and other RCMP policing duties while also performing municipal policing duties. Table 8 provides details on RCMP municipal policing expenditures separated by the amount paid by the municipality and the portion of the contract costs not billed to the municipality.

There were 36 Ontario municipalities who contracted with the OPP, for a total of 417 police officers, to provide municipal policing.

Provincial Policing Expenditures

Provincial policing accounted for almost one-quarter (23.7%) of policing costs, with RCMP contract provincial policing accounting for one-third of these expenditures. The Royal Newfoundland Constabulary, Sûreté du Québec and Ontario Provincial Police accounted for the remaining two-thirds of provincial policing costs.

The RCMP provide provincial policing services under contract to eight provinces (Ontario and Quebec are the only provinces without RCMP provincial policing) and Yukon and the Northwest Territories. In the provinces and territories where the RCMP are contracted to provide provincial level policing, the provinces are billed 70% of the total contract costs. As with municipal policing, this costing formula takes into consideration the costs of providing federal and other RCMP policing duties while also performing provincial policing duties. Table 9 provides information on the portion of the provincial policing contracts which are charged to the provinces.

Newfoundland maintains two provincial police agencies. As mentioned above, the Royal Newfoundland Constabulary provides policing to the three largest municipalities. The RCMP under contract with the province, provides policing to the remaining municipalities and the rural areas.

Federal Policing Expenditures

In 1995, expenditures on federal policing totalled \$917.4 million which included \$246.4 million as the portion of contract policing which is considered federal policing. The RCMP has responsibility in all provinces and territories for enforcement of Federal Statutes, Executive Orders, providing protective services, and airport policing.

Other RCMP Policing

RCMP administration, training, divisional and headquarters responsibilities accounted for an additional \$248.4 million. These responsibilities include services such as forensic laboratory services; the Canadian Police College which provides training and research for all domestic and foreign police forces; informatics support for management and operation of CPIC, an automated national computer information system which is available to all police forces; telecommunications services for data and radio transmissions to ensure all detachments receive current information; and United Nations peacekeeping services.

Policing Issues

The police environment is undergoing change in the 1990s. Society has placed more demands on the police at the same time that resources are diminishing. Police forces, like many other services in the community, are facing budget cutbacks and must look for more efficient ways to do business. Although there are numerous issues that police are facing, this section will examine only community policing and private policing.

Community Policing

Community policing has become popular in the last few years. It involves the police forces working with communities to come up with solutions. Community policing strategies are a relatively new approach to policing which focuses on meeting the security needs of the community instead of the more traditional reactive approach of 'law enforcement'. Community policing has been described as:

"a full *partnership between the community and their police* in identifying and ameliorating local crime and disorder problems... crime and disorder problems are the *joint property* of the community as 'client' as well as of the local police delivering public security services"⁵ (Leighton 1991: 487).

A number of joint efforts between the communities and the police have taken place over the years. One example is Neighbourhood Watch, where neighbours keep an eye on each others homes and report to the police if there is any suspicious activity. Volunteer programs are now present in most communities. An example of such a program is one where area residents volunteer to patrol the streets at night and notify police of any suspicious activity.

Community policing emphasizes more police officers 'on the street', in order to be in touch with what is going on in the community and to be visible to the public. The focus is on preventing 'street crime' such as break and enters, robberies, thefts, assaults, etc. During the past few years, cutbacks in policing have been more substantial in the higher ranks than in the constable ranks, meaning that the number of police officers "on patrol" has decreased at a lesser rate than the overall police strength.

Organized crime is also a growing concern for police and the public, although it is often less visible to the public. While the current emphasis on 'community policing' may provide some success in preventing 'street crime' by individuals, it may be limited in its capacity to deal with organized crime.

Private Policing

Another growing service area in today's society is private policing. Figures from the 1991 Census showed that private security employees outnumbered police officers by at least two to one. In the 20 years between 1971 and 1991, the number of private security guards more than doubled (126%), compared to an increase of only 41% for police officers over the same period.⁶

Security officers are generally not armed and do not receive the formal training of a police officer. They also earn substantially less than the average police officer. The general role of the police officer is to serve and protect the public whereas the role of private security is to serve the particular needs of the client. Police officers have set jurisdiction and geographical boundaries for public areas while private security agents protect the private property of their clients.

Private security personnel are often hired to investigate frauds, petty thefts and other 'white collar' crime in the corporate sector. By hiring private security personnel, corporations may feel that they have more control over the investigation and

⁵ Barry N. Leighton. "Visions of community policing: Rhetoric and reality in Canada". Canadian Journal of Criminology (July - October 1991): 485-522.

⁶ 1995 Gayle Campbell and Bryan Reingold, "Private Security and Public Policing in Canada". Juristat Vol. 14, No. 10. Statistics Canada: Canadian Centre for Justice Statistics.

Police Personnel and Expenditures in Canada – 1995 and 1996

the punishment (i.e. firing employees) of such crimes. Also, corporations may not want the public to be aware of their internal problems, as it could tarnish their public image. In some instances, businesses may feel that they are not receiving adequate protection from the police and they may hire private security firms to police their area as a “visible deterrent” to crime.

The line between public police and private security is becoming blurred. The movement to privatize areas (such as airports) as a result of shrinking public resources can have an impact on policing:

“..new wealth is being used to privatize what were formerly public spaces. Condominiums, stadiums, arenas, shopping malls, and theme parks are private spaces that formerly did not exist or were public. As more and more space is privatized, this will have a profound effect on police jurisdictions.... The result is that public police jurisdiction is shrinking as private police jurisdiction is expanding”⁷ (Stansfield 1996: 212-213)

Methodology - Coverage

This report is based upon data collected through the “Police Administration Statistics Annual Survey” conducted by the Canadian Centre for Justice Statistics. This survey is the primary mechanism for the collection of national statistics from municipal, provincial and federal police forces. More information is collected than is presented in this report and can be provided for special reports or individual requests.

The survey was revised in 1986 to collect police department expenditures as well as more detailed information on police personnel and functions. As both the old and revised surveys were run simultaneously in 1986, it was possible to examine the effects of the revised survey. An analysis of the data revealed that there were some minor differences in the distribution of police personnel between the two surveys. In order to correct these methodological differences, the data presented in Table 5 prior to 1986 have been adjusted at the national level.

The survey was revised again in 1996 with the biggest change involving the expenditure section. On the new survey, expenses associated with the purchasing and leasing of vehicles were to be included only if they were part of the operational budget of the police force. On the earlier survey, all expenses related to the purchase and lease of vehicles were included, regardless of the type of budget. Therefore, some differences in expenses between the current survey and the earlier one may be attributed to the capital purchase of vehicles. Also on the new survey, benefits were expanded to include those paid by other government sources. The loss of expenses due to the capital purchases of vehicles and the gain of expenses due to the inclusion of benefits paid by other government sources were examined in detail. It was estimated that the revisions to the expenditure data accounted for an overall change of less than 1%.

All public municipal and provincial police forces and the Royal Canadian Mounted Police are included in the report. The following federal policing agencies are excluded; the Canadian Security Intelligence Service, Ports Canada, railway and military police. Federal and provincial government departments deploying personnel to enforce specific statutes in the areas of income tax, customs and excise, immigration, fisheries and wildlife are also excluded. Private security guards and investigators continue to be beyond the scope of this survey, although they are discussed in general terms in the report.

Population figures are from the Demography Division of Statistics Canada and represent postcensal or intercensal estimates. Population data are regularly updated and, as such, rates published in this report may differ slightly from rates published in earlier reports.

As the provinces are responsible for the delivery of municipal and provincial policing services, RCMP federal policing expenditures are excluded in the calculation of provincial per capita costs (Table 8). In provinces with RCMP municipal and/or provincial policing contracts, the federal share of the policing contracts has also been excluded in the per capita cost

⁷ 1996 Ronald T. Stansfield. *Issues in Policing: A Canadian Perspective*. Toronto: Thompson Educational Publishing Inc.

Police Personnel and Expenditures in Canada – 1995 and 1996

calculation.

A major concern regarding data from this survey pertains to the scope of the expenditure data and precisely what can be considered comparable among forces. Any comparisons among forces should be done with caution as only those expenditures paid from a police department's budget (with the exception of benefits) are reflected in this report. As an example, for some forces and not others, accommodation costs, support and maintenance costs or costs associated with by-law enforcement and court security are paid for by the municipality rather than the police department. Similarly, RCMP municipal contract expenditures do not include the cost of municipal employees provided to the RCMP by the municipality. Also, there may be other policing costs to the municipality, where an RCMP contract is in effect, which are over and above the contract billing cost, that are not included in this report.

Table 5

Trends in Police Personnel¹ and Expenditures, Canada, 1962 - 1996

Year	Population ²	Police Officers	Civilian Personnel	Total Personnel	Police Civilian Ratio	Population Per Police Officer	Police Per 100,000 Population	Actual ³ Criminal Code Incidents	Incidents per Officer	Total Expenditures	Per Capita Cost
000's										\$000's	\$
1962	18,583.0	26,129	5,699	31,828	4.58	711.2	140.6	514,986	19.7	..	..
1963	18,931.0	27,333	5,935	33,268	4.61	692.6	144.4	572,105	20.9	..	..
1964	19,291.0	28,823	6,655	35,478	4.33	669.3	149.4	626,038	21.7	..	..
1965	19,644.0	30,146	7,133	37,279	4.23	651.6	153.5	628,418	20.8	..	..
1966	20,014.9	32,086	7,583	39,669	4.23	623.8	160.3	702,809	21.9	..	..
1967	20,378.0	33,792	8,018	41,810	4.21	603.0	165.8	784,568	23.2	..	..
1968	20,701.0	34,887	8,351	43,238	4.18	593.4	168.5	897,530	25.7	..	..
1969	21,001.0	36,342	8,963	45,305	4.05	577.9	173.0	994,790	27.4	..	..
1970	21,297.0	37,949	9,936	47,885	3.82	561.2	178.2	1,110,069	29.3	..	..
1971	22,026.4	40,148	10,597	50,745	3.79	548.6	182.3	1,166,458	29.1	..	..
1972	22,284.5	41,214	11,762	52,976	3.50	540.7	184.9	1,189,805	28.9	..	..
1973	22,559.5	43,142	12,297	55,439	3.51	522.9	191.2	1,298,555	30.1	..	..
1974	22,874.7	45,276	12,085	57,361	3.75	505.2	197.9	1,456,885	32.2	..	..
1975	23,209.2	47,713	13,794	61,507	3.46	486.4	205.6	1,585,805	33.2	..	..
1976	23,517.5	48,213	14,377	62,590	3.35	487.8	205.0	1,637,704	34.0	..	..
1977	23,796.4	48,764	15,231	63,995	3.20	488.0	204.9	1,654,020	33.9	..	..
1978	24,036.3	48,705	15,749	64,454	3.09	493.5	202.6	1,714,297	35.2	..	..
1979	24,276.9	48,990	15,001	63,991	3.27	495.5	201.8	1,855,271	37.9	..	..
1980	24,593.3	49,841	16,410	66,251	3.04	493.4	202.7	2,045,399	41.0	..	..
1981	24,900.0	50,563	16,999	67,562	2.97	492.5	203.1	2,168,201	42.9	..	..
1982	25,201.9	50,539	17,738	68,277	2.85	498.7	200.5	2,203,668	43.6	..	..
1983	25,456.3	50,081	17,342	67,423	2.89	508.3	196.7	2,148,633	42.9	..	..
1984	25,701.8	50,010	17,503	67,513	2.86	513.9	194.6	2,147,657	42.9	..	..
1985	25,941.6	50,351	17,702	68,053	2.84	515.2	194.1	2,174,175	43.2	3,542,240	137
1986	26,203.8	51,425	18,273	69,698	2.81	509.6	196.3	2,277,749	44.3	3,772,217	144
1987	26,549.7	52,510	19,558	72,068	2.68	505.6	197.8	2,368,956	45.1	4,027,809	152
1988	26,894.8	53,312	19,407	72,719	2.75	504.5	198.2	2,390,007	44.8	4,389,414	163
1989	27,379.3	54,233	19,526	73,759	2.78	504.8	198.1	2,425,936	44.7	4,684,760	171
1990	27,790.6	56,034	19,259	75,293	2.91	496.0	201.6	2,627,193	46.9	5,248,530	189
1991	28,120.1	56,774	19,440	76,214	2.92	495.3	201.9	2,898,988	51.1	5,426,887	193
1992	28,542.2	56,992	20,059	77,051	2.84	500.8	199.7	2,847,981	50.0	5,716,833	200
1993	28,946.8	56,901	19,956	76,857	2.85	508.7	196.6	2,735,626	48.1	5,790,165	200
1994	29,255.6	55,859	19,492	75,351	2.87	523.7	190.9	2,646,209	47.4	5,783,656	198
1995	29,615.3	55,014	19,259	74,273	2.86	538.3	185.8	2,651,058	48.2	5,807,739	196
1996	29,963.6	54,311	19,600	73,911	2.77	551.7	181.3	..	..	..	..

¹ A new survey was implemented in 1986. To maintain historical continuity, figures prior to 1986 have been adjusted.

² 1962-1970: final intercensal estimates at June 1st; 1971-1990: revised intercensal estimates at July 1st; 1991-1992: final postcensal estimates at July 1st; 1993-1995: updated postcensal estimates at July 1st; 1996: preliminary postcensal population estimates at July 1st.

³ Excludes Criminal Code traffic incidents.

^r Revised figures.

.. Figures unavailable.

Police Personnel and Expenditures in Canada – 1995 and 1996

Table 6

Police Officers¹ by Level of Policing, 1996

Province/ Territory	Population ²	Independent (Non-RCMP)		RCMP					Total Police Officers	% Change 1995 - 1996	Police Officers Per 100,000 Population
		Municipal	Provincial	Municipal	Provincial	Federal	Other ³	Total			
000's											
Nfld.	570.7	...	318	...	407	75	31	513	831	-3.8%	146
P.E.I.	137.3	82	...	7	86	21	9	123	205	7.3%	149
N.S.	942.8	777	...	61	594	149	51	855	1,632	1.3%	173
N.B.	762.5	679	...	76	380	105	54	615	1,294	-0.3%	170
Que	7,389.1	8,761	3,979	...	...	975	77	1,052	13,792	-2.7%	187
Ont. ⁴	11,252.4	13,925	4,317	...	...	1,667	254	1,921	20,163	-3.1%	179
Man.	1,143.5	1,280	...	176	513	196	50	935	2,215	1.3%	194
Sask. ⁵	1,022.5	779	...	195	716	167	51	1,129	1,908	2.1%	187
Alta.	2,789.5	2,481	...	617	845	367	121	1,950	4,431	0.2%	159
B.C.	3,855.1	1,922	...	2,302	1,240	702	254	4,498	6,420	3.0%	167
Yukon	31.5	...	...	...	83	21	8	112	112	-3.4%	356
N.W.T.	66.6	...	...	...	212	15	23	250	250	6.4%	375
RCMP 'HQ' and Training Academy	...	...	...	...	...	418	640	1,058	1,058	3.5%	...
Canada	29,963.6	30,686	8,614	3,434	5,076	4,878	1,623	15,011	54,311	-1.3%	181

¹ Represents actual police officer strength as of June 15, 1996.

² Preliminary July 1st postcensal estimates for 1996, Demography Division, Statistics Canada.

³ Includes Canadian Police Services and Departmental and Divisional Administration.

⁴ Excludes personnel from RCMP Headquarters. The Ontario Provincial Police provide all provincial policing services in Ontario and deploy 417 officers to provide municipal policing under contract.

⁵ Excludes personnel from RCMP Training Academy.

... Figures not applicable.

Police Personnel and Expenditures in Canada – 1995 and 1996

Table 7

Total Expenditures¹ on Policing, 1995

Province/ Territory	1995 Population ²	Municipal and Provincial Policing			Per Capita Cost	Federal & Other RCMP Policing Costs			Total expenditures
		Municipal ³	Provincial ³	Total		Federal Portion of Contracts ⁴	Federal Policing Costs	Other RCMP expenditures ⁵	
	000's	\$000's	\$000's	\$000's	\$	\$000's	\$000's	\$000's	\$000's
Nfld. ⁶	576.6	...	59,195	59,195	103	16,444	12,578	3,270	91,487
P.E.I.	135.6	6,241	6,912	13,153	97	3,224	2,095	1,630	20,102
N.S.	937.8	58,470	46,926	105,396	112	21,937	21,228	2,579	151,139
N.B.	760.2	58,583	33,859	92,442	122	16,826	12,466	1,378	123,113
Que.	7,343.2	855,153	458,258	1,313,411	179	...	120,484	6,079	1,439,974
Ont. ⁷	11,097.5	1,428,850	442,000	1,870,850	169	...	228,747	38,077	2,137,674
Man.	1,136.8	115,091	46,245	161,336	142	24,934	20,506	4,143	210,919
Sask. ⁸	1,016.6	84,809	58,625	143,434	141	29,910	15,529	2,881	191,753
Alta.	2,752.1	286,665	77,486	364,151	132	44,982	36,253	11,648	457,035
B.C.	3,762.9	366,492	115,630	482,122	128	70,730	68,091	3,198	624,142
Yukon	30.3	...	9,209	9,209	304	4,373	2,619	528	16,729
N.W.T.	65.8	...	27,161	27,161	413	13,075	3,002	945	44,183
RCMP 'HQ' and Training Academy	...	...	...	...	...	...	127,413	172,077	299,490
Canada	29,615.3	3,260,354	1,381,506	4,641,860	157	246,435	671,011	248,433	5,807,739

¹ Expenditure figures represent gross operating expenditures and include costs that are paid from police department budgets, with the exception of benefits. Revenues and recoveries are excluded.

² Updated July 1st postcensal estimates. Demography Division, Statistics Canada.

³ Figures include the amount billed to the province, territory or municipality for RCMP contract policing and not the total cost of the contract. See tables 8 and 9 for details.

⁴ Figures represent the federal portion of RCMP municipal and provincial contracts. See Tables 8 and 9 for details.

⁵ Provincial level totals include Divisional Administration which are excluded in policing contracts. Law Enforcement Services and departmental administration are included under RCMP Headquarters.

⁶ Provincial policing figures include both the Royal Newfoundland Constabulary and the RCMP.

⁷ Excludes RCMP "HQ".

⁸ Excludes RCMP Training Academy.

... Figures not applicable.

Note: Totals may not add up due to rounding.

Police Personnel and Expenditures in Canada – 1995 and 1996

Table 8

Expenditures on Municipal Policing¹ 1995

Province/ Territory	Municipal (non-RCMP)			RCMP Municipal Contracts ²				Total Expenditures on Municipal Policing	
	No. of Agencies	Population Policed	Total Expenditures	No. of Agencies	Population policed	Municipal Expenditures	Federal Expenditures		
		000's	\$000's		000's	\$000's	\$000's	\$000's	\$000's
Nfld.	...	...	...	...	...	...	...	...	...
P.E.I.	4	49.4	5,584	4	16.0	657	207	864	6,448
N.S.	20	353.6	54,538	10	34.9	3,931	1,307	5,238	59,776
N.B.	23	337.2	53,428	12	55.2	5,156	1,525	6,681	60,109
Que.	149	5,642.9	855,153	...	...	...	...	...	855,153
Ont. ³	138	9,283.9	1,428,850	...	...	...	...	...	1,428,850
Man.	9	708.4	104,110	23	109.1	10,981	3,892	14,873	118,983
Sask.	17	487.5	72,289	34	147.4	12,519	3,492	16,011	88,300
Alta.	10	1,593.5	244,119	63	542.6	42,547	9,451	51,998	296,117
B.C.	12	1,079.5	201,662	56	1,969.4	164,831	18,753	183,584	385,246
Yukon	...	...	...	...	...	...	...	...	...
N.W.T.	...	...	...	...	...	...	...	...	...
Canada	382	19,535.9	3,019,733	202	2,874.6	240,622	38,627	279,249	3,298,982

¹ Expenditure figures represent gross operating expenditures and include costs that are paid from police department budgets, with the exception of benefits. Revenues, recoveries and capital expenditures are excluded.

² Under the 1995 contract, municipalities under 15,000 were billed 70% of total costs. Municipalities of 15,000 population and over were billed 90% of total costs. Contract costs exclude employees the municipality provides to the RCMP.

³ Expenditures for OPP municipal contracts are included under "Municipal (Non-RCMP)".

... Figures not applicable.

Note: Totals may not add up due to rounding.

Police Personnel and Expenditures in Canada – 1995 and 1996

Table 9

Expenditures¹ on Provincial/Territorial Policing, 1995

Province/ Territory	Provincial Police (Non-RCMP)	RCMP Provincial/Territorial Contracts			Total Expenditures on Provincial/Territorial Policing
		Provincial Cost (70%)	Federal Cost (30%)	Total (100%)	
	\$000's	\$000's	\$000's	\$000's	\$000's
Nfld. ²	23,027	36,168	16,444	52,612	75,639
P.E.I.	...	6,912	3,017	9,929	9,929
N.S.	...	46,926	20,630	67,556	67,556
N.B.	...	33,859	15,301	49,160	49,160
Que. ³	458,258	...	...	...	458,258
Ont. ⁴	442,000	...	...	...	442,000
Man.	...	46,245	21,042	67,287	67,287
Sask.	...	58,625	26,418	85,043	85,043
Alta.	...	77,486	35,531	113,017	113,017
B.C.	...	115,630	51,977	167,607	167,607
Yukon	...	9,209	4,373	13,582	13,582
N.W.T.	...	27,161	13,075	40,236	40,236
Canada	923,285	458,221	207,808	666,029	1,589,314

¹ Expenditure figures represent gross operating expenditures and include costs that are paid from police department budgets, with the exception of benefits. Revenues, recoveries and capital expenditures are excluded.

² The Royal Newfoundland Constabulary shares provincial policing in Newfoundland with the RCMP. The Constabulary polices approximately 36% of the population and the RCMP the remaining 64%.

³ The Sûreté du Québec provides all provincial policing in Quebec.

⁴ The Ontario Provincial Police provide all provincial policing in Ontario.

... Figures not applicable.

Note: Totals may not add up due to rounding.

